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GOVERNMENT OF THE
NORTH-WEST FRONTIER PROVINCE
PAKISTAN

RECORD-KEEPING

NUMERICAL SYSTEM

By

S. M. JAFFAR
DIRECTOR OF ARCHIVES
N.-W. F. P.

15629

WITH A FOREWORD
BY

KHAN GHULAM ISHAQ KHAN
SECRETARY TO GOVERNMENT, N.-W. F. P.
DEVELOPMENT DEPARTMENTS

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Printed by the Manager,
Government Printing and Stationery,
North-West Frontier Province,
Peshawar

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PREFACE

Professionally, an archivist should be as much interested in the proper maintenance of current files as of archives or records that are no longer current, because in course of time these also will cease to be current and come to his custody. If the current records are properly kept in the offices of their origin according to a scientific system, they will not only become an asset to the administration concerned and ensure its efficiency but also relieve their future custodian of the onerous and yet uncertain task of rehabilitating them and also help the historian to present, as far as possible, a perfect picture of the period they pertain to. The immediate purposes of the present administration as well as the needs of the future historian would be served if a uniform scientific system of record-keeping were followed throughout this Province. It is partly with this aim in view and partly with the object of providing against the pitfalls into which administrations are likely to fall and take wrong decisions on the basis of incomplete data supplied by record-keepers and dealing assistants that I have brought out this little book and now commend it to the consideration of all concerned. Primarily meant for the trainees in the Central Record Office, North-West Frontier Province, and the officials of the North-West Frontier Province Government, it may be found equally useful in other parts of Pakistan. I shall be glad to elucidate any points that may be raised and explain any problems that may crop up while starting the new system or converting into it the systems already in vogue. I shall gratefully accept any suggestions for improvement that may be offered and give them my best consideration.

15th May, 1951. S. M. Jaffar.

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FOREWORD

Mr. S. M. Jaffar has taken considerable pains in producing not only a very instructive booklet, but in presenting it in readable form. After an exhaustive study of the archives in the various offices of Government, he has set himself to the task of evolving a new system of record-keeping, which will repay close study His vast experience as an archivist and his critical study of the subject eminently fit him for the task which he has undertaken in the midst of his many preoccupations.

This booklet is commended to all those who are interested in the subject of record-keeping, officials and businessmen alike.

GHULAM ISHAQ KHAN,
Secretary to Government, N.-W. F. P.
Development Departments.

Peshawar,
6th April, 1951.

INTRODUCTION

Accumulation of records is a permanent feature of all offices and institutions and they are all confronted with the problem of how to keep them. No doubt, memory plays a prominent part in tracing the references required from time to time, but not infrequently it fails and failure to replace the record-keeper, whose memory is so much relied upon, is apt to put the administrative machinery out of gear. Some scientific system is therefore essential , nay, indispensable— a system which an educated person of average ability and experience should be able to follow and thus obviate the necessity of recalling the old record-keeper from leave or even after pension and breaking. the spell that the office cannot function in his absence. The best system is that which ensures accuracy of filing papers with due regard to their relationship and faclity to trace them when required for treference and that which offers minimum resistance to a beginner in picking it up. Having inspected a number of offices and institutions and studied the various systems of record-keeping in vogue there, I evolved one for my office and put it to the test of experience. I found it quite workable and I think it makes a close approach to the ideal set forth above.

Chapter I

EVOLUTION

INTRODUCTORY

In order to present as perfect a picture of the system as possible, let us presume that a new office or institution has come into existence and started functioning, i. e., creating records in the form of notes and correspondence, or letters received and letters despatched. Now, if the official entrusted with the care and custody of the records in the process of formation is intelligent enough to appreciate their importance in all aspects and has some experience of office work besides, he will no doubt form a clear idea of the subjects which are common to all offices, such as accounts, accommodation, furniture, establishment, stationery, etc. and will start files under these heads, giving them appropriate marks for the sake of convenience; and if he has, in addition, some idea of the work for which the new office or institution is created, he will start files on such special subjects under suitable heads and thus avoid lot of inconvenience. If, however, he is just a raw hand, he will keep all the papers together, say in one file. This is the starting point of the new system and let us start from here.

FORMATION OF FONDS AND FILES

As the papers of the new office go on accumulating in the form of notes and correspondence, the dealing official will find *fonds* or groups of

papers being formed on various subjects. These *fonds* or groups fall into two distinct categories : (1) common to all offices, and (2) peculiar to the new office. If the office is small and has a limited staff, each *fond* or group can be treated as a major head and given a Roman numeral as a mark and files started under it on various subjects, each file having its number in English numerals. The system being very simple, suits small offices and institutions where the bulk of records is not so great. In big offices and institutions, where the bulk of records to be maintained justifies it, the system can be made more elaborate by creating sub-heads and even minor heads under the major heads and starting files on various subjects under the sub-heads or the minor heads, as the case may be.

CLASSIFICATION OF HEADS, ETC.

While starting files on various subjects under major heads, sub-heads or minor heads, papers pertaining to particular subjects should not be detached from the main (mother) file in which they are kept, particularly when they have been referred to by pages in the notes kept separate, for that will disturb sequence and create confusion. On the cover of the files as well as on the top of the new note-sheets a reference should be made to the mother file in this way : "For previous papers on the subject, please see file No. such and such," i. e., mother file ; and in the mother file a reference should also be made to the new file at an appropriate place in this way : "For further correspondence in the matter, please see file No. such and such", i. e., new file. This cross-reference will

enable the official concerned to trace previous correspondence, treat the papers under consideration on appropriate files in proper perspective and put up each case complete in every respect. Heads should be opened with great care. In no case should the assistant make into a minor head what in fact should be a major head or *vice versa*, for that will lead to overlapping. Where a mistake so committed is detected, it should at once be corrected. The minor head, erroneously made into a major head, should be made a minor head or sub-head, as the case may be, and the two cross-referenced as indicated above: Against the major head in question add "See minor head (or sub-head) under sub-head (or major head) such and such" and against the minor head or sub-head thus created, add "See major head (or sub-head) such and such,i.e., the wrong head. The major heads should be numbered in Roman numerals (upper case), the sub-heads in the same numerals (lower case), the minor heads, if any, in English numerals and the files also in English numerals but in paranthesis. Sub-heads and minor heads should be started where the nature and bulk of records warrant it. The system being numerical and highly elastic, admits of as many major heads, sub-heads, minor heads, files and parts of files as may be desired.

ILLUSTRATION

Let us illustrate the system thus evolved with reference to the Central Record Office, North-West Frontier Province. The subjects which this office has to deal with in common with other offices are Accounts,

Accommodation, Furniture, Establishment, Stationery, etc., and the subjects peculiar to it are Records, Research, Preservation, Training, etc. If the simple system is adopted, the various heads and files will be started in the following way :—

SINGLE-HEAD SYSTEM

O

I—Accounts

I/1. Miscellaneous.

I/2. Advances : House-building and Motor-Car.

I/3. Budget Estimates and Revised Estimates.

I/4. Schedules of New Expenditure.

I/5. Revision of Scales of Pay.

I/6. Dearness Allowance.

—S—

II. Accommodation

II/1. Miscellaneous.

II/2. Temporary Accommodation for Central Record Office in Civil Secretariat, North-West Frontier Province.

II/3. Permanent Accommodation for the

Central Record Office in the Victoria Memorial Hall, Peshawar.

II/4. Additional Accommodation for Central Record Office.

II/5. Residential Accommodation for the Establishment of Central Record Office.

II/6. Residential Accommodation for the Director of Archives and his staff at New Delhi.

—S—

III.—Establishment

III/1. Miscellaneous.

III/2. Appointment of Superior Staff.

III/3. Appointment of Inferior Staff.

III/4. Leave (Earned).

III/5. Leave (Casual).

III/6. Conditions of Service, Control and Appeal Rules.

—S—

IV.—Records

IV/1. Miscellaneous.

IV/2. Accession of Records from other Government Offices.

IV/3. Listing of Records.

IV/4. Indexing of Records.

IV/5. Publication of Records.

IV/6. Weeding of Records.

—S—

V.—Preservation

V/1. Miscellaneous.

V/2. Mending Materials.

V/3. Preservation Materials and Machines.

V/4. Repairs and Binding.

V/5. New Experiments.

—S—

VI.—Research

VI/1. Miscellaneous.

VI/2. Admission of Research Scholars.

VI/3. Scrutiny of Notes taken by Research Scholars.

VI/4. Historical Research Rules.

VI/5. Researches on the History of North-West Frontier Province.

—S—

DOUBLE-HEAD SYSTEM

O

I.—Accounts

O1

(i) Advances

I/i/1. Miscellaneous.

I/i/2. House-Building.

I/i/3. Motor-Car.

—S—

(ii) Budget Estimates

I/ii/1. Miscellaneous.

I/ii/2. Budget Estimates for 1946-47.

I/ii/3. Budget Estimates for 1947-48.

I/ii/4. Budget Estimates for 1948-49.

I/ii/5. Budget Estimates for 1949-50.

I/ii/6. Budget Estimates for 1950-51.

—S—

(iii) Allowances, etc.

I/iii/1. Miscellaneous.

I/iii/2. Travelling Allowance (Officers).

I/iii/3. Travelling Allowance (Establishment).

I/iii/4. Dearness and Cost of Living Allowance.

I/iii/5. Hill Allowance.

I/iii/6. Head-Quarter Allowance.

—S—

II.—Establishment

O2

(i) Appointments and Promotions

II/i/1. Miscellaneous.

II/i/2. Conditions of Service, Control and Appeal Rules.

II/i/3. Appointment and Promotion of Superior Staff.

II/i/4. Appointment and Promotion of Inferior Staff.

—S—

(ii) Leave

II/ii/1. Miscellaneous.

II/ii/2. Earned Leave.

II/ii/3. Casual Leave.

II/ii/4. Study Leave.

—S—

(iii) Personal Files

II/iii/1. Miscellaneous.

II/iii/2. Personal File of Mr. Zafar Ahmad Qureshi.

II/iii/3. Personal File of Mr. S. Ahsan Ali Khan.

II/iii/4. Personal File of Mr. S. M. Rizvi.

II/iii/5. Personal File of Mr. M. Nisar Hussain.

II/iii/6. Personal File of Mr. M. Muhammad Latif.

—S—

III.—ACCOMMODATION

O3

(i) Office Accommodation

III/i/1. Miscellaneous.

III/i/2. Temporary Accommodation for the Office.

III/i/3. Permanent Accommodation for the Office.

—S—

III/i/4. Construction of New Building.

III/i/5. Construction of Additional Building.

—S—

(ii) Residential

III/ii/1. Miscellaneous.

III/ii/2. Residential Accommodation for Officers.

III/ii/3. Residential Accommodation for Superior Staff.

III/ii/4. Residential Accommodation for Inferior Staff.

—S—

IV.—TRAINING

O4

(i) Training in Record-keeping

IV/i/1. Miscellaneous.

IV/i/2. Admission of Candidates.

IV/i/3. Examination of Candidates.

IV/i/4. Leave, etc., of Candidates.

IV/i/5. Progress Report.

—S—

(ii) Training in Preservation

IV/ii/1. Miscellaneous.

IV/ii/2. Admission of Candidates.

IV/ii/3. Examination of Candidates and Award of Diplomas.

IV/ii/4. Progress Report.

—S—

(iii) Training in Historical Research

IV/iii/1. Miscellaneous.

IV/iii/2. Admission of Candidates.

IV/iii/3. Examination of Candidates and Award of Diplomas.

IV/iii/4. Progress Report.

—S—

THREE-HEAD SYSTEM

O

I. Accounts

O1

(i) ADVANCES

1. *House-building*

I/i/1/ (1) Miscellaneous.

I/i/1/ (2) Rules regarding grant and recovery.

I/i/1/ (3) Grant to and recovery from Gazetted Officers.

I/i/1/ (4) Grant to and recovery from Superior Staff.

—S—

2. *Motor Car*

I/i/2 (1). Miscellaneous.

I/i/2 (2). Rules regarding grant and recovery.

I/i/2 (3). Grant of Motor Car Allowance to Gazetted Officers.

—S—

(ii) BUDGET

1. 1949-50.

I/ii/1 (1). Miscellaneous.

I/ii/1 (2). Record Section.

I/ii/1 (3). Preservation Section.

I/ii/1 (4). Research Section.

—S—

(iii) ALLOWANCES

1. Travelling Allowance

I/iii/1 (1). Miscellaneous.

I/iii/1 (2). Rules regarding Travelling Allowance.

I/iii/1 (3). Bills of Gazetted Officers.

I/iii/1 (4). Bills of Superior Staff.

I/iii/1 (5). Bills of Inferior Staff.

—S—

2. Dearness Allowance

I/iii/2 (1). Miscellaneous.

I/iii/2 (2). Rules regarding Dearness Allowance (Gazetted Officers).

I/iii/2 (3).—, (Subordinate Services).

—S—

II. Establishment

O2

(i) TECHNICAL

1. Gazetted

II/i/1 (1). Miscellaneous.

II/i/1 (2). Classification of Service, Control and and Appeal Rules.

II/i/1 (3). Appointments, Confirmations, Promotions and Reversions.

II/i/1 (4). Disciplinary Action.

—S—

2. *Superior Service*

(*Non-gazetted*)

II/i/2 (1). Miscellaneous.

II/i/2 (2). Conditions of Service, Control and Appeal Rules.

II/i/2 (3). Appointments, Confirmations, Promotions and Reversions.

II/i/2 (4). Disciplinary Action.

—S—

(ii) ADMINISTRATIVE

1. *Gazetted Officers*

II/ii/1 (1). Miscellaneous.

II/ii/1 (2). Classification of Service, Control and Appeal Rules.

II/ii/1 (3). Appointments, Confirmations, Promotions and Reversions.

II/ii/1 (4). Disciplinary Action.

—S—

2. *Superior Staff*

(*Non-gazetted*)

II/ii/2 (1). Miscellaneous.

II/ii/2 (2). Conditions of Service, Control and Appeal Rules.

II/ii/2 (3). Appointments, Promotions and Reversions.

II/ii/2 (4). Disciplinary Action.

—S—

3. *Inferior Staff*

II/ii/3 (1). Miscellaneous.

II/ii/3 (2). Conditions of Service.

II/ii/3 (3). Appointments, Promotions and Reversions.

II/ii/3 (4). Disciplinary Action.

—S—

III.—Accommodation

O3

(i) OFFICE

1. *Preservation Section*

III/i/1 (1). Miscellaneous.

III/i/1 (2). Accommodation for Mending Unit.

III/i/1 (3). Accommodation for Lamination.

III/i/1 (4). Accommodation for Micro-filming.

III/i//1 (5). Accommodation for Fumigation.

—S—

2. *Record Section*

III/i/2 (1). Miscellaneous.

III/i/2 (2). Muniment Rooms.

III/i/2 (3). Safe Vault.

III/i/2 (4). Air-Conditioning.

II/i/2 (5). Installation of Racks.

—S—

(ii) RESIDENTIAL

1. *Gazetted Officers.*

III/ii/1 (1). Miscellaneous.

III/ii/1 (2). Temporary Accommodation for Director of Archives at New Dehli.

III/ii/1 (3). Permanent Accommodation for Director of Archives at Peshawar.

—S—

2. *Superior Staff.*

III/ii/2 (1). Miscellaneous.

III/ii/2 (2). Temporary Accommodation for the Staff of Director of Archives at New Delhi.

III/ii/2 (3). Accommodation for the Staff of the Central Record Office at Kohat Road, Peshawar.

—S—

EXPLANATION

The process outlined above can continue *ad infinitum* and new major heads, sub-heads, minor heads and files can be started infinitely without experiencing any obstruction. The mother file shall not cease to be current. It will continue to take care of all such papers whose number or bulk does not justify the starting of new heads, at least in the initial stages. It will continue to serve as a general miscellaneous file and should be numbered.O. Likewise, sub-heads, having minor heads, should have miscellaneous files, numbered 01, 02, 03 and so on, to accommodate papers on which minor heads need not yet be started. The first file under each major head in the Single-head System, under each sub-head in the Double-head System and under each minor head in the Three-head System is reserved for miscellaneous papers and called Miscellaneous File . It will contain papers on all such subjects under that head on which files have not been started and there is little justification for doing so. When, however, papers on particular subjects accumulate in sufficient numbers and are likely to accumulate still further in future, separate sub-heads or files should be started at appropriate places in the manner described above. The letter "S" in the above illustrations stands for STAGE and shows that the stage has reached when it is necessary to insert some more sheets of paper for starting new heads and files. New heads and files should be opened with great care. Needless to say that this pre-supposes a complete mental grasp of the subjects, good general knowledge and experience of office routine on the part of the

record-keeper. As to the practical working and suitability of the three systems, it may be said that the first is a little too simple and the third a little too elaborate, somewhat complicated and space-consuming. The second seems to be the best and most suitable for all offices and institutions. Any further sub-division of heads will make the system more complicated and cumbersome.

CHAPTER II

ESSENTIALS

INTRODUCTORY

In order to ensure the success of the system, it is necessary to make provision for such pre-requisites as racks, registers, etc., and to take such suitable steps as recording or indexing, weeding, etc. Let us take up these essentials one by one.

ARRANGEMENT OF RECORDS ON RACKS

The arrangement of records on racks should be in conformity with the system described and illustrated above. In other words, the racks, preferably provided with pigeon-hcles, should be so apportioned amongst various heads as to suit the system and furnished with labels, with the numbers of heads and files written thereon only in numerals. Blank space should be left under each head to accommodate new files that may be startea from time to time. The following plan illustrates the arrangement of files on racks according to the system under which major heads, sub-heads and files are started.*

* In the Single Head System the mother file (general miscellaneous file), marked O, may be kept in the first pigeon-hole under the first major head and in the Double and Three Head Systems the miscellaneous files, marked O1, O2, etc. may be kept in the first pigeon-holes under the relevant sub-heads.

ILLUSTRATION

I (i)

1 — 50	51 - 100	101 — 140

I (ii)

1 — 40	41 — 150	151 — 180

I (iii)

1 —50	51 — 150	151 — 300

II (i)

1 — 100	101 — 200	201 — 300

II (ii)

1 — 50	51 — 80	81 — 100

II (iii)

1 — 100	101 — 200	201 — 300

EXPLANATION

In the above illustration the Roman numerals in upper case represent major heads, those in lower case stand for sub-heads and the English numerals indicate the number of files contained in each pigeon-hole. The blank columns represent the pigeon-holes reserved for the heads, sub-heads and files that may be started in future. The figures (English numerals) will vary in various cases according to the size of files as well as of pigeon-holes. Ample space should be left to accommodate files that may be started under new major heads as well as to facilitate the shifting of files from the first pigeon-hole to the second and so on, necessitated by the gradual growth of the correspondence, i. e., letters received and copies of letters issued. Needless to say that the shifting of files will necessitate the shifting of labels also.

REGISTER OF FILES

A register of loose sheets, tied together with a lace drawn through two holes at the left hand margin, should be started and the various heads and file numbers entered in it in the manner indicated above. When the blank sheets of paper reserved for new heads and files have all been filled, as many more as may be thought reasonable should be inserted. The register is such that it will easily admit of such insertions at any time. If on the other hand, the register is bound and the sheets of paper left over for future entries have all been filled, it will be necessary to start supplements from time to time. In a big

office where the nature and bulk of records and the number of heads and files justify it, a separate register should be maintained for each major head, sub-head or even minor head. A subject-wise alphabetical index of these files should be prepared and the file number as well as the page of the register of files be shown against each entry. The index should also be kept in the form of loose sheets tied together to admit of future additions. A beginner should first see the Index of the Register of Files—that will give him a glimpse of the subjects. After that he should go through the Register to complete the picture.

RONEO'S VISIBLE INDEXING APPARATUS

The Register recommended above can easily replace Roneo's revolving visible indexing apparatus fitted with fifty swinging panels (21″×6″) each, containing about 100 transparent holders in which slips of paper with file numbers, etc., typed thereon can be inserted, removed and re-inserted as and when required. As compared to the Register, this apparatus has some serious defects and drawbacks: It does admit of additional entries, whether in the form of heads, sub-heads or files, but only to the extent of the space reserved for that purpose and of no additions of panels other than those provided. When all the panels or parts thereof left over for further additions, excepting those at the end, are all filled up, additions cannot be made, except at the end, without shifting all the entries from the points where they have to find their place to the space left blank at the end. When all the panels have been filled up, a new apparatus will be

needed for further entries. Side by side with the increase of heads and files and the employment of more apparatuses for them, the shifting process will become more and more tedious and time-consuming. One such apparatus contains 50 panels and each panel measures 21″×6″. Thus a register of 50 sheets of paper of that size will require one such apparatus and a register of 500 sheets, occupying insignificant space, will require ten such apparatuses, occupying a fairly big room. Finally, the apparatus is costly* and the investment is not justified by the results. It may be suitable for offices and institutions where the bulk of records is not great and the number of heads and files not many and where old files are destroyed at regular intervals to make room for new ones but not for offices and institutions where most of the records, and in great bulk, with a large number of heads and sub-heads and a much larger number of files and their parts, have to be preserved permanently for the elucidation of departmental administration as well as national history.

CONVERSION OF OTHER SYSTEMS INTO NUMERICAL SYSTEM

However different and even diagonally opposite the other systems of record-keeping may be, they can easily be converted into the system recommended

* In 1936 the price of Roneo's visible indexing apparatus was Rs. 1,200 and now it must be much higher.

above without disturbing or dislocating official work. The record-keeper concerned should renumber the old files according to the new system and fit into its framework the new numbers as and when the files come up for action. He should start a new register of files on the lines indicated above and side by side with the new number he should enter the old number in the additional column provided for the purpose. Likewise, he should enter the new number in the register of old files side by side with the old number. This will facilitate future reference. The first day he will have to deal with the largest number of files but certainly not larger than he has to deal with daily. Next day the number of files to be renumbered will be much less and gradually it will come down to nil or only a few files will remain and they will not take long to find their proper place in the new scheme. This is how a totally different system can be converted into the one preferred. The conversion of a similar and slightly or even materially different system into it will entail much less labour and can be carried through by correcting the mistakes here and there in the manner described above. Before launching upon the process of conversion, the record-keeper concerned must provide some additional space for the accommodation of the renumbered files. While the space thus provided will accommodate the renumbered files, the space released by the files thus accommodated in the additional space will make room for the files that may be renumbered again and again. The process will continue and in course of time all the files will have been renumbered and the additional space rendered free.

MOVEMENT REGISTER

Every record-keeper and, if the office is big enough to justify it, every assistant should maintain a diary or a movement register in which he should enter the file numbers with subjects in brief and the dates as and when they are put up to various assistants or officers. This will afford a clue, when required and without much inconvenience, to a particular file.

PENDING CASES

Files in which action is still incomplete, or in which some information is still awaited or in which some future date has been fixed for submission, should be kept pending, preferably in a separate almirah, and not restored until the completion of action. All pending cases thus kept apart should be arranged according to the dates on which they are to be taken out and checked at intervals. The dealing assistant should maintain a short register or diary and make suitable entries in it to guard against any omission, etc.

RECORDING

Each file should always have two or three blank sheets of paper in the beginning, so that a brief summary or just a gist of the subject of each letter, as and when received or issued, be entered in it under the head "*Subject*" and its page number in the file be given against it under head "*Page*". By the time the file is closed, this table of contents will be complete for future guidance. The best method of ensuring easy

and prompt tracing of references when required is to prepare an index of all the papers received in and sent out according to proper names and subjects and arrange them chronologically, i. e., by months and years. Important notes, containing discussions, decisions, orders, etc., should also be indexed and noticed in the table of contents, giving their gists and paragraph numbers, before the relevant files are restored. When in indexing a full entry is made under a name, the entry under the relevant subject should be very brief, i. e., "See name such and such". The index, whether subject-wise or according to names, should show against the subject or the name, the number of the file and the page where it is mentioned. The best way of preparing an index is to take down notes according to names and subjects from the papers to be indexed on sheets of paper, irrespective of any order or sequence, cut the entries apart and arrange them alphabetically. The index, thus prepared, shall embody a gist of the information contained in papers pertaining to specific periods—months and years. Recording is recommended for big offices and institutions where the nature and bulk of records and the number of heads and files justify the employment of additional staff for the purpose.

WEEDING OF RECORDS

Records go on accumulating and in course of time grow out of proportions. Considerations of space as well as of convenience make it imperative to weed out records that have ceased to be current. Till recent past weeding was resorted to at intervals and junior clerks were appointed for the purpose for short periods. The files that were no

longer required for current use were set apart, marked "D" and literally destroyed, irrespective of their importance as precedents for the purposes of departmental administration or as raw materials of history, the reasons recorded for destruction, being very vague, e. g., "pretty old", "not current", "old enough", "very old", etc.* The same reasons could also be recorded for the retention of the records from historical point of view. But that is not enough. There must be some rules—clear and comprehensive—specifying, as far as possible, what papers are to be preserved and what to be parted with. The guiding principle should be that "no papers which are likely to be of any value at any time shall be destroyed nor those retained which have ceased to be useful for any purpose whatsoever and which unnecessarily encumber record shelves." † The most suitable solution that can be suggested in this connection is to destroy such routine papers as may be considered useless from every

* Thus in 1939 the records of the North-West Frontier Province Government were weeded out and as many as 1, 200 bundles of miscellaneous records were set apart for destruction. But for timely intersession, they would have been lost for good. They are now preserved in the Central Record Office, North-West Frontier Province. Now that the Provincial Government have set up a central repository of records (Central Record Office, North-West Frontier Province) for the collection and preservation of old official documents, the records weeded out from time to time by various offices in the Province should be transferred to it for safe custody and historical research, as directed by the Provincial Government. (See North-West Frontier Province Government Home Department Circular No. 82-117/1/7-HGA/CRO, dated 23rd May, 1949).

† For some more information on the subject, see *Problsms of an Archivist*, pp. 29-32.

point of view, to start new files on all subjects after a period specified in the light of the circumstances of each case and to store the files or their parts which have ceased to be current in separate almirahs or on the racks of the second storey, if any, or to transfer them to the central repository of records for safe custody. The process can be repeated as and when it becomes necessary. The maintenance of one file in two parts, one marked "A" for policy and the other marked "B" for routine, will not only facilitate prompt disposal but also simplify the task of weeding out papers of ephemeral character, provided papers of permanent value are clearly distinguished from those of routine nature.

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CHAPTER III

SOME SAFEGUARDS

INTRODUCTORY

Every trade has its tricks and record-keeping has its own. A seasoned but unscrupulous record-keeper can easily deceive the administration and misguide the officer by putting up some precedents and with holding others. What is done deliberately by one, equipped with knowledge and experience, may be done by another inadvertantly through ignorance and inexperience. In one case, frauds can easily be practised and in the other errors are apt to be committed in the offices where the systems of record-keeping do not provide against them and where the officers have no idea of the inter-relationship of various papers. The additional hints given below will,besides supplementing the system, serve as suitable safeguards.

HOW TO KEEP NOTES AND CORRESPONDENCE

Office notes should be kept separate and noting on the letters received should be avoided. Every note must have its number and every paper its page mark. D. O. (demi-official) letters should be treated as part of correspondence (not notes) and dealt with accordingly. No file should be allowed to swell and become unwieldy. Ordinarily a file should be closed and its next part or volume started if it has covered 200 pages. Letters relating to one subject, when received simultaneously, should be

* In some offices they are treated as notes and pasted on note sheets.

dealt with by the assistant concerned simultaneously on the same file, with a note devoted to each. The next senior official or officer should take up these notes in conjunction with their relevant papers under consideration one by one and, referring to their marginal numbers, add his own remarks, orders, etc., in separate paragraphs. The same procedure should be adopted by other superior officers, if any, till final action. Those accustomed to noting on papers, under consideration feel uneasy when several papers relating to one subject are simultaneously put up to them on one file and wish each paper to be put up separately. In a big office (e. g., Secretariat), where files pass through so many hands till final disposal, each paper cannot be put up separately, for if that is done not only will other papers have to wait for the file but many more papers will come in and lead to an alarming accumulation of arrears. A note on a new paper under consideration must invariably be preceded by a red entry, giving its number, date, page, etc. Like-wise a red entry in respect of the letter issued in the terms of the orders passed should be made at the end, giving its number, date and page. The pages of previous papers must invariably be pointed out in writing and not merely flagged and so stated in the note. This will save lot of unnecessary inconvenience when the flags are removed. Note-sheets should be of foolscap size and the file-covers should be slightly larger so as to protect the edges of their contents against wear and tear. A margin of about 2" should be left blank on the left side of the note-sheet on the obverse and on the right side on the reverse. In this way no part of the noting will be covered when

the two parts (notes and correspondence) of the file in question are tied together. If the file has several parts, each part should have on its title-cover a reference to its predecessors and successors under the captions "Previous References" and "Later References". The front side of the file-cover should have the name of the office or institution, the name of branch, if any, printed on top of it in big capital letters and below that should come *File No.* and *Subject*, followed by *"Previous References"*, *"Later References,"* and *Connected Files"*, printed in smaller type and provided with some space on the right side or below, as shown in the following specimen.

Specimen of File-Cover

CENTRAL RECORD OFFICE
NORTH-WEST FRONTIER PROVINCE.

Branch.....................

File No......................

SUBJECT

....

Previous References :

....

....

Later References :

....

....

Connected Files :

....

....

HOW TO MAINTAIN INTER-RELATIONSHIP OF PAPERS

All the papers should be filed in appropriate files and all inter-related papers, whether in one or several files, must be cross-referenced. The reference which a letter may have to its contemporaries, predecessors or successors must be brought out by referring to their pages and also file numbers, where necessary. Thus keeping intact the relationship between various papers, the dealing assistant and record-keeper can render a great service by enabling the administration to give correct decisions in all matters and also by helping the historian, at a later stage, to narrate facts in their proper perspective. If a file is received U. O. (unofficially) from some other office for comments, etc., it should be entered in the Register of Receipts as well as of Despatch in the same way as other letters and a copy of the relevant notes together with a copy of the comments, etc., be retained and entered in the file on the subject. This will facilitate future reference, if any.

HOW TO DEAL ONE LETTER ON SEVERAL SUBJECTS

If some one seeks information on several subjects dealt with by several assistants in an office, he will naturally write only one letter on the subject. In such a case, the original p. u. c. should remain with one and relevant extracts, copied on separate slips, be supplied to all other dealing assistants for necessary action. After each assistant has dealt with the subject assigned to him and the case is complete, the head assistant or the official concerned will prepare a consolidated reply. A copy of the reply should be kept on each file or an entry should be made in each file that the final reply is contained in such and such file. The original letter and the final reply should be kept in one and the same file. When several such files are submitted to an officer, the flap of the file-board containing them should bear the yellow slip "Please see also LINKED FILE". The various letters referred to in a p. u. c. should be pointed out by mentioning their pages and also file numbers, where necessary, as well as by flagging the relevant papers for the convenience of the officer. The flags should be removed when no longer required. The dealing assistant should enter in the draft the file number, leaving some space blank on the right or left for the despatch number. The despatcher should check this and suffix or prefix the despatch number of each out-going letter with the number of the file. He should also enter in his register that file number such and such is sent to so and so. Like-wise, the diarist should enter in the column provided for the purpose, the number of the file in which it has been dealt with and filed. All this will facilitate future reference and ensure prompt disposal. When a paper under consideration concerns two or more sections of an office and cannot conveniently be divided among them for independent action, the official in charge of the branch entrusted with it should consult the officials in charge of the other sections concerned and submit a consolidated note or draft, jointly prepared and signed. Where the officials concerned do not come to an agreement,

they should record their own remarks and submit the case to the superior officer concerned.

HOW TO START A FILE ON AN OFF-SHOOT

Sometime it happens that in a file on a particular subject a new point crops up and relates to a different subject on which there is a separate file or no file at all. In such a case, the new point should be taken up on the appropriate file, if there is one, or a new file started, if already there is none, and the two cross-referenced in the manner already indicated. Thus in the file of the Regional Survey Committee for North-West Frontier Province under the head 'Commissions and Committees' when the question of accommodation for it crops up, it should be taken up on the relevant file, if there is one, or a new file started, if already there is none, and the two cross-referenced by making entries in appropriate places in both the files and on the file-covers under the captions "Previous References" and "Later References"; or, to give another instance, the application of an official for grant of two months' earned leave, rightly dealt with on the file of *Earned Leave*, gives rise to the question of appointing his substitute which, emanating from the same source, forms a separate subject (appointment) and must be taken up on the relevant file, referring to the action taken on the application and the relevant page, paragraph and file.

WHAT TO DO IN DOUBTFUL CASES

In doubtful cases where it becomes difficult to decide whether a new file should be started under this

head or that, the decision should be given in favour of that which, in the opinion of the record-keeper, has a stronger claim. If, for instance, a p. u. c. relates to an enquiry about training in preservation at the Central Record Office, North-West Frontier Province, the new file should be started under the head "*Training*" and not "*Preservation*" because new files on such subjects as "Rules of Training", etc., can be started under the head *Training* but not *Preservation*. In such cases the connected files (e. g. Preservation and Training files) should be cross-referenced by entering their numbers on their covers under the caption "Connected Files". In another case, a file on the grant of a house-building advance to an official can be started under the head *Establishment* in that the official concerned is part of the establishment, but when there is a separate head *Accounts*, it must be started under it, for otherwise that head will be superfluous.

HOW TO SPLIT UP PAPERS ON TWO SUBJECTS

Ordinarily papers filed in a particular file should not be detached from it at a later stage. When, however, it becomes necessary to do so, fly sheets should be inserted in the gaps thus created. The fly sheets should contain entries to the effect that such and such papers have been detached and sent to such and such office or individual. If possible, the detached papers should be replaced by their copies. In no case should the pages of the files in question be renumbered, particularly when these pages have been referred to in the notes kept apart. If the pages are

renumbered, the pages referred to in the notes must also be renumbered accordingly to avoid confusion.

KACHA COVER, WHERE NECESSARY

The tendency to put up papers in *kacha* covers (k. c.) should be discouraged. In the absence of the relevant file, a paper requiring immediate attention and orders may be put up in k. c. in case it is self-contained and can be dealt with independently, otherwise it shall have to wait for the main file. In no case should the k. c. be allowed to swell and assume the form of a full-fledged file. Where it has assumed such a form, it should be treated as Part II or III, as the case may be, or treated as a k. c. and a reference to this effect should be made on the cover of the main file. If the k. c. contains a few pages, they may be inserted in the main file, renumbering the paragraphs and pages in red so as to bring them in line with the previous paragraphs and pages of the main file and yet make them look distinct to avoid confusion between identical numbers. The numbers of paragraphs and pages of the k. c. (in black) should be retained side by side with the new numbers (in red). They may be deleted and renumbered in case they are not referred to in one another.

HOW TO AVOID TWO FILES ON ONE SUBJECT

In no case should two or more files be started on one subject under two or more heads. As soon as a mistake thus committed is discovered, only one file—that under the appropriate head—should be retained

and all others stopped. That retained and those discarded should be cross-referenced. The opening of two or more files on one and the same subject, which increases the chances of putting up papers on that subject with different files and ultimately leads to the non-production of previous papers when required, is due to defective classification of heads and sub-heads, inexperience, inadvertance and inadequate education of the junior members of the record section and absence of supervisory expert control. A competent record-keeper can guard against it by referring to the contents or index of files or the Register of Files and a clever dealing assistant can also do so by making sure that he is dealing a particular p. u. c. on the proper file.

PASTING OF SLIPS MOST OBJECTIONABLE

Notes should be written with great care. They should be crossed and initialled, where necessary. In no case should they be covered by pasting slips. This is most objectionable in that it creates suspicions of serious nature : A short note and orders passed thereon can, for instance, be easily covered with a slip and a fresh note written on it. The note, initialled or signed by an officer, must be in his own hand-writing or typewritten and not in the hand-writing of his assistant even though accurately dictated by himself, for that can more easily be tampered with and hence the suspicion of that nature cannot be ruled out. Apart from this, an inference can be drawn that his assistant is all-in-all and that he himself is nothing more than a signing machine.

CAREFUL CHECKING BY DESPATCHER AND RECORD-KEEPER

When after necessary action the files are received back for restoration, the record-keeper should check them carefully and ensure that no two files of different heads are put together in one place. If a file is misplaced or wrongly restored, it may take very long to discover it, particularly where the bulk of records is very great and thorough checking may take time. Meanwhile the absence of that file, if it is very important, may lead to serious consequences. On his part, the despatcher should carefully check all the files that are to be sent out and make sure that no files other than those to be despatched are placed with them. When a file has gone to some other office by mistake, it should at once be brought to the notice of a responsible official and returned to its own office with a covering letter. Cards, containing file numbers and brief particulars of the papers in connection with which the files have been put up, should be kept in the places from which they are taken out.

ANNEXURE TO A PAPER: WHERE TO KEEP

An annexure to a paper under consideration should be filed with it, where possible, and given its own number in the file. If it is big enough, it may be treated as its k. c. and if it is too big to be accommodated with it, it may be kept elsewhere and so stated on the file-cover.

FILES OF A SUBORDINATE OFFICE: WHERE TO KEEP

When in connection with a subject having a separate file a subordinate office or institution is set up for a specific period, the records produced by it and kept in the form of files should, on its termination, be treated as k. c. of that file and kept with it, where possible, each having a reference to the other on the file-covers as well as in the Register of Files. If the bulk of the k. c. is too big, it may be accommodated elsewhere, but so stated on the cover of the main file and the Register of Files.

CONCLUSION

It remains to be added at the end that the success of the system depends upon good education, experience, devotion to duty, general mental grasp of the subjects dealt with and mutual co-operation of the officials concerned. The diarist, the despatcher, the dealing assistant and the record-keeper are all concerned; and to ensure the success of the system, the officer in charge should occasionally check and see that everyone of them is doing the duty assigned to him. The view that record-keeping is the easiest of all jobs in Government offices and hence "fool-proof" is entirely ill-founded and should, in the light of the bitter experience, be reversed. Likewise, the tendency to transfer to the record section all those who cannot do well or even pull on in other posts—which is as largely responsible for the non-production of papers to be put up and the consequent general deterioration of administration as the lack of a scientific system and suitable safeguards against omissions and commissions on the part of the officials concerned, should cease in the interests of efficiency.

Publications of the Central Record Office, N.-W.F.P., Pakistan

1. *A Guide to the Archives of the Central Record Office, North-West Frontier Province* by S. M. Jaffar (1948. Pp.VIII+50. Rs. 2/8/-).

2. *Problems of an Archivist* by S. M. Jaffar (1948. Pp. VIII+64. Rs. 2/8/-).

3. *Archives : Meaning, Scope and Importance* by S. M. Jaffar (1949. Pp. II+16. Free).

Opinions and Press-Comments

His Excellency *Sir George Cunningham*, G. C. I. E., K. C. S. I., O. B. E., I. C. S., Governor, North-West Frontier Province :—

This guide, brief as it is, is enough to prove how amply justified was the creation of a Central Record Office for the North-West Frontier Province. A large share of the credit for this is due to Mr. Jaffar without whose enthusiasm the scheme would not have come to fulfilment. I hope that the Record Office will prove of real value to all those who take an interest in the history of the North-West Frontier Province of Pakistan.

Dr. S. N. Sen, M. A., Ph. D., B. Lit. (London), Director of Archives, the National Archives of India, New Dehli :—

"All these publications will serve as useful guide books to the archivists in general and to the students of history of Pakistan in particular and I offer my sincerest congratulations for your honest efforts."

The American Archivist, U. S. A :—

The Central Record Office of the North-West Frontier Province of Pakistan was established in July, 1947, with the transfer of extant provincial records from New Delhi to Peshawar. During the first two years of its existence, Mr. Jaffar, Keeper of Government Records and Director of Historical Research, has prepared these three publications for the enlightenment of scholars and archival students. *A Guide to the Archives* is a narrative account of the Provincial Government records from 1849 to 1900, the period during which the Province was a part of the Division of the Punjab. It is intended to serve only as a preliminary guide to the holdings of the Record Office, a more extensive work being promised for the future. Even this generalized account gives the impression of a wealth of untapped research materials relating to Afghan and tribal affairs, Indian political and military history, and a wide variety of economic and sociological topics. Arranged by governmental unit, events or records of especial importance are noted at length. Little indication of volume of records from a given office or pertaining to a given subject is made. The *Guide* does include a chart to show the range of time for each group of records.

Problems of an Archivist was prepared to serve as a text-book for trainees in archival science at the Central Record Office. Noting the novelty of the science of archives in the East, Mr. Jaffar has drawn upon Western experience in preparing his book, which apparently is the first of its nature to be published in Pakistan. Two problems are discussed, namely, *preservation* and *organization*. Under *preservation* he describes means and methods of cleaning, fumigation, repairing, accommodation, arrangement, and protection from "human pests". Under *organization,* stress is placed on listing, calendaring, and indexing of individual documents rather than the description of larger groups of records. Detailed instructions with ample illustrations are given, particularly in regards to indexing, including the listing of Moslem names for which no rules seem to apply in all cases.

In *Archives: Meaning, Scope and Importance* Mr. Jaffar defines archives, indicating their scope and assessing their importance in order to show students of the social sciences the need to possess a good knowledge of them for the proper exposition and appreciation of history and related subjects.

The Indian Archives, New Delhi :—

Mr. Jaffar is to be congratulated on bringing out this *Guide* to the records holdings of an archival agency which came into existence in the post-war period. Incidentally it is the first publication of this type coming from the Dominion of Pakistan.

As pointed out in the "Foreword" by Sir George Cunningham, Governor of the North-West Frontier Province, a large share of the credit for the creation of a Central Record Office at Peshawar is due to Mr. Jaffar "without whose enthusiasm the scheme would not have come to fulfilment". Mr. Jaffar was a familiar figure at the meetings of the Indian Historical Records Commission during pre-partition days where he represented the Government of his Province. It was quite in fitness of things that he should be the first Keeper of Records of the Government of North-West Frontier Province.

The muniments in the Record Office at Peshawar cover a period of approximately fifty years, 1849-99. The Province was a Division of the Punjab till 1901 and was administered by a Superintendent and Commissioner with his head-quarters at Peshawar. When the North-West Frontier Province was created it received the records relating to its territories, which continued to be kept at the Civil Secretariat. In 1939 the Government arranged for their weeding and more than 1,200 bundles of documents were marked for destruction. These were, however, saved by the timely intervention of the Director of Archives to the Government of India and the bundles were transferred to his custody in 1940. These records even, on a superficial examination at the Imperial Record Department (now National Archives of India), were found to contain valuable historical data, particularly regarding relations with Afghanistan and Frontier tribes. At the conclusion of the War when the Central Records Office at Peshawar was established

these records were sent back and they now form the nucleus of the archives there. The holdings have been enriched by the recent accession of records of the Political Branch of the North-West Frontier Province Civil Secretariat. All these documents have been flattened and systematically arranged according to their provenance.

The archives described in the *Guide* fall into seven main groups: Foreign, Military, Finance, Revenue, Home, Public Works and General or Miscellaneous. Mr. Jaffar has clearly indicated the value of each group as source material for history which would be of considerable help to research students. Among the documents of outstanding importance mention may be made of Ahwal-i-Kabul or Kabul Diaries received from British Vakeels at the Court of the Amir of Kabul; Khyber Diaries, prepared by Political Officers and journals and news bulletins received from news-writers at Jalalabad, Kabul, Kandhar, Herat and other places. These documents are certainly invaluable for a correct understanding of the British relations with Afghanistan, Russian designs in Central Asia and tribal affairs during the second half of the 19th century. There are also some papers relating to the activities of the Kukas and Wahabis who were a source of great anxiety to the British administration during this period.

The Keeper of Records of North-West Frontier Province has also undertaken to preserve as a trustee historical manuscripts in private collections which

otherwise might perish due to indifference and ignorance of their owners. These papers are made available for the use of research scholars.

Chapter V of the *Guide* contains Historical Research Rules. Among the appendices the reader will find one concerning syllabus of Diploma Courses in "Training in Archivism" conducted at the Record Office.

The *Guide* is a useful work and promises well for the succeeding publications of the North-West Frontier Province Central Record Office.

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4. *Historical Wealth of the North-West Frontier Province*—Being an account of the steps taken by the Government of the North-West Frontier Province for the proper maintenance of current office files and the preservation of old official records as well as Mss. and documents of historical importance remaining in private custody in the North-West Frontier Province, Agencies and adjoining States for the elucidation of departmental administration as well as national history. (By S. M. Jaffar. In press),

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5. *Museology: With Special Reference to Archives* (By S. M. Jaffar. In press).

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6. ***Central Record Office North-West Frontier Province (Historical Research) Rules, 1948.*** (Free on application).

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7. *Central Record Office North-West Frontier Province (Library) Rules, 1950* (Free on application).

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8. ***Prospectus** for Training in Archivism in the Central Record Office, North-West Frontier Province.* (Free on application).

All these publications can be had from the Central Record Office, North-West Frontier Province.